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ABSTRACT

The problem of the increasing crime rate in the United States and the social problems causing and resulting from this increase as well as the correct way to treat criminals are discussed. The point is made that the cost of vocational training for inmates is far below the cost of imprisoning chronic offenders. In this report, the vocational training commission attempts to make suggestions for improvements and new directions in the New Jersey Correctional System. It is proposed that the Correctional Institutions be established as a school district under the State Department of Education. The following needs are listed: (1) a 12-month program of education, (2) rotation of inmates to maximize education opportunities, (3) week-end and evening classes, (4) specific credits against parole eligibility dates, (5) the utilization of ex-offenders in education and therapeutic programs, (6) viewing the teacher as an education specialist, (7) availability of college programs, (8) improvement of inmate reading level, (9) improved capabilities for testing, and (10) correspondence courses. It is concluded that vocational education and placement in meaningful jobs after release from prison are the best ways to rehabilitate criminal offenders. (Author/CK)

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INTERIM REPORT

COMMISSION ON VOCATIONAL EDUCATION

IN CORRECTIONAL INSTITUTIONS

November, 1971

AC 012 556

COMMISSION ON VOCATIONAL EDUCATION
IN CORRECTIONAL INSTITUTIONS
163 West Hanover Street
Trenton, N.J. 08625

INTRODUCTION

A national news weekly referred to 1970 as the "Year of the Prison." Recent events in prison systems throughout the U. S. have justified such a designation.

While such prominent notice would seemingly indicate a concern for the rehabilitative process of incarcerated individuals, it is also indicative of society's concern for its own person and property. For crime has become one of the most virulent diseases of our society, a disease for which no certain prevention or cure has been found.

> "With rare exception, our approach to the problem of crime and correction is an approach to the symptom rather than the cure. Maybe we should be honest with ourselves; if what we want is vengence, we've got pretty good models going in several places right now. If what we want is to make the streets safer, our property more secure, our nights more tranquil, if we want to help those people (and at the same time ourselves), we had best redefine what those places with their walls, their wires, their guns and their bars are required to do. It is useless to talk about prisons as if they were miniworlds of their own. A prison is part of our whole social complex, and it can only function well if there is harmony with the rest of the complex." *1

An outraged citizenary cries out, stop crime. Stop crime because 43% of respondents to the President's Commission on Law Enforcement and Administration of Justice say they stay off the streets at night because they fear crime; 35% do not speak to strangers; 20% would move to another neighborhood. One-third of a representative sample of all Americans say it is unsafe to walk alone at night, one-third

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*1. Bruce Jackson, OUR PRISONS ARE CRIMINAL

keep firearms in the house as 28% keep dogs for protection.

The cry is heard but is answered with the word how. The traditional answer is by imprisonment of offenders, punishing them and removing them from the streets.

The overpowering pragmatic consideration, which disproves these assertions, is that a large share of all crime, probably most of it, is committed by repeaters. Nationally the statistics vary, from 60 to 80% of all convicts are returned to prison for a second offense. In New Jersey, where statistical records are limited, it appears that the present chances are 5 out of 10 that an adult released from a correctional institution will soon be back -- often within a year.

As crime rates continue to rise there is a call for better, more effective law enforcement and criminal justice. The nation is thus increasingly coming to realize that it can no longer afford the luxury of ineffective correctional systems, which further isolate and alienate the offender from the society to which he must return. U. S. Supreme Court Justice Burger states:

> "Two basic purposes are evident in any system of justice -- the first to protect society; the second to correct the wrongdoer. If I am right on this point, we should stop thinking of it as something which begins in an arrest and ends with a final judgment of guilt. We must see it as embracing the entire spectrum including that crucial period which begins when the litigation is over and as sentencing is being carried out. It is here that the success or failure of our society will make itself known."

The failures of our prison system have been too well documented; for older men correctional institutions are little more than human

warehouses; for the younger offender it is his initiation or waystation. to a continuation of imprisonment. This continuum must stop. We must seek change.

In terms of human values the need for action is apparent. In terms of wise use of the public's tax dollar the following should be considered: presently, an inmate costs the State about $4,000. per year in operating expenses. In addition to this there are capital costs which run at $25,000. per inmate for building new prisons. The average inmate spends two to three years in prison and he usually returns for one or two additional terms. A large number of inmates return to prison either in New Jersey or elsewhere.

The average inmate, therefore, costs the State about $11,000. when he returns. If chances are five out of ten that he will return the actual cost to the State is about $5,500.

If a vocational training program costs $500. per inmate per year, the total cost of such training over a two and one half year period would be $1,250. Also, if such a program were capable of cutting the recidivism rate by no more than 50% the saving to the State would be about $2,125. per inmate after all costs.

What can we hope to accomplish? What can be done about the 6474 inmates incarcerated in the New Jersey correctional system? Certainly we can make our present system more efficient: we can innovate and bring new technology and resources to bear on the problem. But we must also seek attitudinal as well as pragmatic change.

Society should not only recognize the practical need to make our correctional system more effective and humane, but must also recognize the need to give a concise mandate to those who administer this system.

What is the major purpose of a correctional institution? Is it punishment? Custody? Deterrance to others? Rehabilitation?

Absence of a specific answer to these issues has been one of the most serious problems affecting Corrections. Often it has forced the Corrections Administration to try to appear as all things to all people with the result that nothing beyond warehousing inmates is attempted. We cite as examples the role of job placement coordinator being handled by a man with as many as ten other assignments, and the position of a "Director of Individual Treatment" who has at least five other major assignments, and no professional staff.

Without such direction and commitment from government, industry, labor, and the general public, prison administrators have been, at best, cautious in attempting new solutions. Moreover, in the absence of established objectives, attention has focused upon the size of the correctional budget, and upon categories of expenditure, rather than what the correctional system is designed to accomplish.

Too often inaction is a result of public unawareness. Legislative conferences scheduled within an institution would provide the legislators an opportunity to view the situation first hand. Such enlightenment may result in a better understanding, gaining needed support for reform. We urge Correction officials to take such an initiative.

The Commission recognizes that Corrections has large unmet financial needs. It further believes that its remoteness from the public has contributed to the perpetuation of these needs and a low priority in areas requiring interagency cooperation.

However, such difficulties do not appear insurmountable. Through imaginative planning and public support, the Commission believes much could be accomplished. The Commission therefore hopes that its reports will help promote the understanding necessary if society is to allow Corrections to move boldly.

This hope is reflected in the Commission's strong endorsement of the community based corrections concept. We believe that an individual's confinement in a monolithic institution is a debilitating, dehumanizing and reinforcing experience. Continuous efforts must develop a series of alternatives to the present system which isolates men from any realistic environment and which fails to help them function in the community. However, the Commission further recognizes, that realistically, the goal of a community based correctional system can only be realized in the indeterminate and perhaps remote future. Apart from the large expenses involved, continuing public apprehension poses major problems which must be carefully resolved with the community actively participating. While the Commission urges that our State continue undiminished, its efforts in this direction, it also is mindful of its charge to be pragmatic, and to deal with the immediate problem as it exists and will in all likelihood exist in the forseeable future.

We must therefore recommend that <u>New Jersey's primary and</u>

immediate thrust be to improve the conditions and educational climate that exist in our State's Correctional Institutions.

At the outset the Commission recognizes and cautions that Vocational Education is not a panacea to the problems of Corrections. Effective rehabilitation of criminals cannot be studied in a vacuum without references to the environment and human condition. This is especially true of institutional frameworks. For rehabilitation does not consist of a 1-hour class or an occasional counseling session. It is an around-the-clock effort. As long as bad over-all conditions remain, any effort will prove tantalizing but doomed to failure, or, even worse, it will result in hopelessness. In seeking to reduce crime and recidivism the whole man must be treated -- his work, relationships, housing, education and environment.

However, education and job training continue to be the chief means by which a democratic society insures equality of opportunity. Moreover, since a man's employment importantly affects his self esteem, and his ability to support himself and family without resort to crime, job preparation and placement becomes an even more important aspect of rehabilitation. Properly implemented a career training program could also permit an inmate to earn and save money while institutionalized. In some instances, this would preserve family relationships and would universally provide a better alternative than the traditional $50.00 gate money received by releasees.

Daniel Glaser in his landmark study, THE EFFECTIVENESS OF A PRISON AND PAROLE SYSTEM, has stated, "unemployment may be among

the principal causal factors in recidivism of adult male offenders." Indeed, surveys of Federal inmates revealed that they viewed education and job training as the single most important aspect of rehabilitation. Prisoners at Attica and other troubled institutions have been unanimous in their demands for improved educational opportunities.

Despite this importance there are major and severe gaps in New Jersey's attempts to provide job training, basic education, and employment services to convicts.

-- At present, the State spends only $29.50 per inmate per year for vocational training.
-- No formal job training program exists at the State's maximum security prison in Trenton and only one at Rahway.
-- At Bordentown Youth Correctional Institution no vocational training facilities exist.
-- Despite its design for youthful offenders Jamesburg Training School for Boys offers no appreciable vocational training.
-- Only 800 inmates out of a total population of 6474 are receiving any formal vocational training.
-- Only 184 inmates in the whole State system are in the Work Release Program. North Carolina has about 1000 in its program.
-- Only 6 inmates are active in the Study Release Program.

In view of both needs and the present deficiencies, the Commission has attempted to confine its deliberations to the outline contained in the Governor's Executive Order establishing the Commission.

The Commission frankly acknowledges that it does not have the capabilities to attempt a complete description of the New Jersey Correctional System nor to recommend a final definitive blueprint of what ought to be done in the area of education and job training. It does, however, hope to offer in its reports broad suggestions for improvements and new directions.

GENERAL EDUCATIONAL PRIORITIES AND ADMINISTRATION

Experience shows that the majority of offenders do not reflect a history of meaningful educational achievement. Accordingly, we feel that education is an important aspect of treatment which warrants increased support and attention.

While it is apparent that the security problems inherent in merely "warehousing" 6474 human beings are staggering, the Commission feels that the function of custody has been over-emphasized in establishing priorities in New Jersey's Correctional System and that concurrently, education has been a much neglected aspect of treatment. This seems to be reflected by the expenditure in 1970 of the $22 million in State funds by the Division of Correction and Parole:

-- only 2.6% was devoted to all formal education programs in the adult complex.
-- only 6.5% was devoted to all formal education programs in the youth complex.
-- and only 11% was so devoted in the juvenile complex.

It is also reflected in the Commission's impressions that there is:

-- A lack of education planning and coordination.
-- Inadequate educational goals and standards.

The Commission has considered proposals to place the major responsibility for education in correctional institutions with the State Department of Education. The Commission feels that this concept should receive both serious attention and critical analysis

by both Education and Corrections administrators.

Part of the proposal is the establishment of Correctional Institutions as a school district under the aegis of the State Department of Education. The advantages of such an arrangement include:

-- Availability of professional resources, ensuring a greater coordination with statewide education efforts.
-- Education assumes a major emphasis, replacing security and confinement.
-- Opportunities for State and Federal funding are increased.

We would recommend that pend[illegible] these considerations the Department of Education be given direct responsibility for operating the Wilson School at Jamesburg Training School for Boys as a pilot project. While the present education department at Jamesburg has performed capably and with dedication it is apparent that it has not been in a position to command the financial and technical resources available through Federal and State Departments.

We would specifically note that in recent evaluation reports the Department of Education has pointed to the absence of an adequate program of vocational education at Jamesburg. We therefore recommend that the Wilson School establish career development training incorporating a "technology for children program," as it has been developed by Governor Cahill's "Career Development" pilot project now operative in three New Jersey public school systems.

Perhaps the most critical deficiency in the overall prison education program is the absence of a division level education supervisor in the Division of Correction and Parole specifically charged with liaison with different State departments and the resources of local

colleges, area trade schools, industry and labor unions.

The current organizational structure of the Department of Institutions and Agencies places this responsibility in the Office of the Chief Educational Consultant. Such an arrangement is inadequate. Only three persons are charged with supervising the educational operations of all the divisions of the Department of Institutions and Agencies, of which Corrections is a part. We feel this system is hopelessly deficient in dealing with the problem of developing and coordinating education programs in Correctional Institutions.

We note that the Commissioner of Education's Commission on the Education of the Handicapped in 1964 recommended that the Office of Special Education Services be organized as a Division in the State Department of Education with the head of that office having the rank of Assistant Commissioner. The reasons given for this proposal apply equally to our recommendation that Corrections have a division level Education Supervisor.

Given the importance and potential of education as part of the total treatment program we recommend establishment of the position of Education Supervisor within the Division of Correction and Parole. His appointment should be the joint responsibility of the Commissioner of Education and the Director of the Division of Correction and Parole. He should be held responsible for the best use of all funds and educational resources available and for the selection of educational instructors. The Education Supervisor's role is vital in view of our recommendations to utilize resources of community and state colleges, particularly state colleges which could assign graduate students to

prisons as instructors.

The Commission will continue to study the actual administration of education programs in preparation for its final report. Interim observations indicate:

1. The need for a 12 month program of education. The present practice of following a limited school year should be discontinued.

2. Rotation of inmates in programs to maximize education opportunities. The Commission has observed numerous cases where inmates have been placed in educational courses and retained there until their release date. Where appropriate, classification procedures should be revised to permit more students to "flow through" the educational program.

3. Arrange institution schedule to conduct classes in evenings and week-ends where present physical space is limited, as it is in Bordentown. The schedule should be arranged to avoid excessive conflict with recreation time.

4. Exploration of an incentive program which would give specific credits against parole eligibility dates and release time for successful completion of educational programs.

5. The possibility of utilizing ex-offenders in education and therapeutic programs should be considered. Similarly the Commission recommends that Black and Spanish-Americans be employed as teachers, consultants and para-professionals. The obvious advantage of such a policy is the ability to relate to the inmate and his problems. In cooperation with the Division of Correction and Parole Montclair State College has commendably moved in this direction. Such a policy has an important potential at an institution such as Annandale, given its disproportionate ratio of 95% rural white personnel to 75% youthful, urban black inmate.

6. With upgrading of the education level the Commission envisions the role of teacher as an education specialist. To attract people of this caliber it is necessary to offer salaries at a level commensurate with their job demands. This is particularly true if a 12 month school program is implemented.

7. Availability of college programs should be increased, especially at the institutions for youthful offenders. The Division of Correction and Parole has provided a program linking four institutions via a TV network with Mercer County Community College. Such ventures are in keeping with the Governor's sponsoring of a conference of education throughout the State to explore methods for coordinating remedial and college level education for those in prison.

8. A person who is unable to read cannot be an active participant in our society and economy. The Commission is alarmingly aware of the need to improve the reading level of the inmate population and it is our opinion that:

   a. A planning grant be pursued to develop a reading program specifically for prisons. Rehabilitated ex-offenders should be enlisted to make the program more effective.

   b. In the interim, we would note that it is paradoxical that books and magazines are so scarce in most prisons that they are often a medium of exchange among inmates. While the adequacy of prison libraries will be the subject of future reports, it is recommended that some attempt be made immediately to increase the availability of popular reading materials. An incentive program whereby inmates who excel in some particular task are rewarded with a magazine subscription is an example that should be considered.

9. The need for improved capabilities for testing learning disabilities is evident throughout the prison system. This deficiency is particularly acute at institutions charged with responsibility for juvenile offenders, such as the Wilson School at Jamesburg.

   To correct this fundamental problem requires the employment of additional educational specialists and psychologists. It is therefore recommended that the Department of Education and the Division of Correction jointly explore the need for additional personnel, and the creation of a centralized learning disabilities testing unit which could provide services at the various institutions.

10. The State Department of Education and Higher Education in conjunction with Corrections should develop a correspondence course geared to inmate capabilities. Such a program should go beyond the aspect of vocational education to include the academic sphere as well. Efforts should be made to have community colleges recognize and accept credits earned through participation in this program. We suggest that course designations include: Black Studies, Basic Math, and Basic Science.

VOCATIONAL EDUCATION

From the information available, a basic need for improved vocational training and services can be infered.

-- About 70% of adults newly admitted are less than 30 years of age.
-- Almost all are male and about 60% are Black.
-- Only a minority have a formal education beyond 8th grade level.

As indicated in this report's introduction, the major question is not whether to expand vocational education, but what type of programs should be strengthened and established, and to what extent will the State's resources permit them to be expanded.

Ideally, the type of formal career education programs offered at correctional institutions should be based on a comparison of inmate types and profiles. This information linked with projected job trends and established psychological and psychiatric treatment concepts would maximize the potential for rehabilitation.

The lack of such data indicates the absence of an important tool in treatment - inmate profile. All that is known about most inmates comes from pre-trial reports and testing results. The President's Commission recommends:

> "Screening and diagnostic resources should be strengthened...at every point of significant decision. Jurisdictions should classify and assign offenders according to their needs and problems, giving separate treatment to all special offender groups when this is desirable."*2

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*2. THE CHALLENGE OF CRIME IN A FREE SOCIETY

The initial step in any correctional system should be to find out what an inmate's problems are. Interim objectives can be designated in explicit, concrete, objective terms so that their achievement or non-achievement can be detected.

The Commission proposes that each inmate should initially enter a common reception center for individual counseling, testing, initial classification, program planning and referrals. He or she then help determine the kind of educational or treatment program in which to be involved.

The Commission recommends increased departmental research and statistical gathering. A system must be devised for information storage, auditing, and evaluation. There is need for a more collaborative interagency effort. Ongoing attempts by the Division of Correction and Parole and the State Police to establish a criminal justice administration reporting system represent a major step forward. The Commission would urge that priority consideration be given to the collection and evaluation of social and personal "offender data", as well as tracing bulk movements of offenders through the criminal justice system.

The Commission feels that the absence of such data both evidences and contributes to a classification system that is inadequate. At best, classification committees in some institutions are heavily weighted for security purposes. The mark of assignment does not seem to reflect an inmate's interest or aptitude, but rather the institution's needs. In on-site tours Commission members encountered inmates who had no interest in the programs in which

they were involved. Their reasoning indicated a concern for extra wages or escape from dull assignments. The comprehensive test and evaluation program proposed above would do much to correct this problem.

Program determination involves an effective diagnosis and classification system. An approach to program selection should include the determination of inmate aptitudes and interests. This information would be framed in light of prison resources -- personnel, facilities, funds, and job vacancies in the local market.

We have attempted to acquire such information but have been unsuccessful. The Division of Correction and Parole has no "prisoner profile" information to suit this purpose. Adequate job projections from either the United States or New Jersey Departments of Labor do not exist.

Lacking such department data the Commission staff has conducted a survey among inmates at a prison and a correctional institution. The results of this survey, as well as countless interviews at other institutions and letters from inmates, indicate that inmates feel they are not receiving any appreciable training.

INSTITUTION	WILL UTILIZE	WILL NOT	HAVE NOT LEARNED ANYTHING
Rahway	20%	10%	70%
Yardville *3	30%	25%	45%

Nonetheless, the Commission pragmatically believes we must proceed with whatever space, resources, and knowledge are available

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*3. Results of questionnaire

to establish a broad range of career education programs. We should not postpone action until we resolve marginally productive debates of issues such as whether a welding program should be established in preference to a refrigeration repair course.

In attempting to identify program areas the major issue presented is whether skill areas should be specific or generalized. On the one hand, a high degree of vocational training equips an inmate to compete more competently in a frequently limited employment market that is restricted even further by his criminal record. On the other hand, the employment histories of many offenders show a pattern of irregularity and mobility that suggest the need for more general job training programs.

Therefore, the Commission recommends that until research and pilot projects demonstrate other directions, New Jersey utilize the "cluster" concept in inmate vocational training programs. Under this educational concept a broad, but related, spectrum of skills are taught within a single training unit. This allows for a high degree of occupational exploration by the inmate.

Utilizing this approach the Commission has identified training areas for implementation at Leesburg State Prison. The training areas include:

-- Heating, Refrigeration, Air Conditioning Cluster
-- Office Machine Repair Cluster
-- Automotive Cluster
-- Food Service
-- Building Maintenance
-- Construction Cluster

In addition to the clusters, needs in more specific areas have been identified:

-- Stationary Engineer
-- Sewing Machine Repair
-- Small Motor/Engine Repair

These decisions were arrived at with the cooperation and active participation of the Division of Vocational Education, the Department of Labor and Industry, and the Governor's Advisory Council on Vocational Education. It is therefore urged that the Division of Correction and Parole utilize these services and resources offered by such State agencies on a continuing basis to determine future programs as additional space and staff are made available.

While it appears that existing expertise and resources are sufficient to determine the type of vocational training courses that can more adequately equip inmates to secure and hold jobs, it is clear that the real and most critical need is for increased funds to expand all facets of education.

In terms of physical space, teachers and operating budgets, New Jersey's correctional system has been severely limited. The Commission therefore recommends:

-- Construction of an education building at Bordentown Youth Correctional Institution.
-- Conversion of the vacant auto tag shop in Trenton State Prison to vocational training facilities.
-- Renovation of the vacant power plant at Rahway State Prison to vocational training facilities.
-- Extending the vocational facilities at Annandale Youth Correctional Institution.
-- Adapting a vacant building at Jamesburg Training School to vocational education.

We recognize that these projects involve capital expenditures. In view of their need, and the opportunities they could afford inmates to be trained and employed in an on-the-job training basis, we recommend that budgetary consideration be given to these projects.

Additionally, consideration should be given to a more efficient utilization of space and personnel. Present operations in maintenance and State Use Industries offer excellent formalized job training possibilities. This would require a re-orientation of present supervisory personnel to engage in training inmates and a minimal addition of professional staff. Thus, the Commission recommends that:

-- At Rahway State Prison the miscellaneous carpentry shop be converted to a carpentry training cluster.
-- At Trenton State Prison the printing and upholstery operations be broadened to provide formalized job training.
-- At Clinton Correctional Institution for Women the sewing industry should include an educational component consisting of pattern design, textile composition, alterations.
-- At Annandale the paint shop be expanded to a cluster involving painting and paper hanging.
-- At Bordentown expand the Sheet Metal and Metal Furniture Operations to a Metal Fabrication Cluster.
-- Also at Bordentown include an automotive cluster within an existing auto maintenance shop.

In this connection, the advice of the Division of Vocational Education and the Governor's Advisory Council on Vocational Education has been sought. Their joint recommendation is expansion of the use of mobile units in the occupational training of inmates.

Presently the Division of Vocational Education operates ten mobile units staffed by a teacher and an aide which visit throughout the State for periods of four to six weeks. Courses are offered in: Automobile Tune-up, Small Enginee Repair, Graphics-Plastics, Supermarketing, Business Programs, Key Punch, and Evaluation.

Their primary thrust is career development guidance giving orientation and experience on what work is all about, a phase of attitudinal change in rehabilitation sorely lacking in the State correctional institutions.

The practice has been to intermix correction institutions and school stops, with the major service going to the school districts. The Governor's Advisory Council suggests an expansion of this service to Corrections on a 12 month basis, including day, evening and weekend use of mobile units.

The past and present dramatic success of this program encourages us to request the Division of Vocational Education, State Department of Education, to go beyond the range of its commitments and provide a more extensive service to Corrections. This would require the acquisition and staffing of two additional units. Federal funding could be anticipated to provide at least 50% of such costs.

The benefits attached to such a program are clearly evident, i. e. guidance, variety, employment of outside resources, equipment, and flexibility. Of special interest is the Evaluation Unit. It offers a diagnostic service absent in the institutions, namely, determination of vocational aptitude, interests and desires.

It is further recommended that vocational education not be limited to traditional classroom courses. Attempts should be made to apply the resources of local communities and industry in providing work experience. As a first step the Commission proposes that inmates be utilized on a work release project to rehabilitate vacant,

dilapidated housing units. Such a project would result in:

-- meeting critical housing needs;
-- job training;
-- community identification and service.

Preliminary investigation indicates the cooperation of housing authorities in major cities as well as the encouragement of labor unions. This program has met with eminent success in Washington, D.C.

To offer purposeful, meaningful, effective education for the world of work a vocational education program must provide ways, means and strategies for industry's involvement. This is requisite to remain abreast with the community, trade and industrial trends and practices. The Commission recommends a Trade Advisory Council or Association for each vocational course and prison industry.

The Council would function by surveying all aspects of present programs at all levels, determining their value in providing economic skills needed for employment. It would be valuable in projecting trends in the economy, thereby determining programs with some degree of job assurance, as well as actual placement. Such an organization serves as a vital link to the community.

It is necessary to recognize that the industrial segment of our economy has a vital stake in education and training. Corrections should have no hesitancy in calling upon industry for advice and assistance, and to broaden the industrial-educational team to include economists, behavioral scientists, sociologists, and psychologists. The nature of involvement would be advisory and operational.

The Commission has received positive commitments from major corporations in the State to assist in organizing such groups.

WORK RELEASE

Based on the premise that correctional rehabilitation is aimed toward an inmate's successful readjustment to a normal, societal environment, Work Release Programs provide an offender the opportunity to obtain meaningful employment in the community, begin again to support himself and his family, and gradually re-establish status as an individual and citizen in the community.

Nor is it limited to work alone. Where occasion warrants it, the same opportunity is afforded to an inmate who wishes to better himself through available educational resources in the community.

The Work Release Program conducted by the Division of Correction and Parole in the State of New Jersey reflects a cautious and careful approach in the implementation of all its aspects. The administration feels that it is necessary for community acceptance to begin with small numbers of men on the basis of careful planning and preparation. This approach reflects a solicitous attitude to society. However, we feel that community acceptance is an increasing fact and that there is a need for acceleration in all aspects of the Work Release Program.

Since the program began 2 years ago 737 inmates have successfully completed it. It is expected that the number of men participating in the program will increase in time. This expectation has been realized in view of the fact that at the end of September, 184 men were involved in Work Release, whereas in February approximately 60 were involved. This is encouraging and indicates a serious effort to involve more inmates.

Our recommendation that New Jersey's Work Release Program continue to be expanded recognizes that payment of full scale wages to only a small portion of the inmate population poses difficult security problems for Correction administrators. The "affluent inmate" who can afford to purchase "swag", contraband, vices and favors is a stereotype which frequently causes apprehension. The discontent and jealousy of those who are ineligible for work release and who must therefore work for less than $.45 per day at prison or at State Use labor are disruptive factors.

Establishment of regional community center facilities, where inmates who are in work release programs could be housed separate from the general population, is a solution to the security problem which has been proposed by the Division of Correction and Parole. The Commission agrees with its need and would urge that funding priority be given. The immediate absence of such physical facilities, however, should not preclude expansion of work release opportunities.

The institutions are not suffering from a dearth of candidates. Figures supplied by the Division of Correction and Parole indicate approximately 110 inmates are waiting to participate in the program, while responses from four institutions indicate 155 are eligible. The Commission feels more inmates from the total population of 6474 should be involved.

In its study the Commission has designated the following areas of concern.

The major limitation on expansion of the Work Release Program is the lack of available jobs. For the program to function effectively there is a need for a full time work release coordinator at each institution to serve as a liaison with the classification committee and potential and actual employers in the community. Presently, this position may be handled by a staff member assigned to as many as ten other tasks.

While limited employment opportunities have caused lengthy work release waiting lists, the processing procedure for work release should be revised. Presently, all referrals, recommendations and requests to go on work release are screened by the classification committee of each institution. Often, by the time an inmate is cleared for work release, large segments of his allotted six month pre-release period are gone. We propose that the processing and job placement be coordinated more closely to assure that an inmate enjoys the maximum opportunity to seek employment. While prompt classification would add to present waiting lists, it would insure fairness to inmates, give them more opportunity to develop their own jobs and would provide the basis for greater administrative accountability.

Noted by its absence is effective coordination with the State Employment Service. We recommend a more active involvement with this department as well as Civil Service. In a prior section we outlined the establishment of Trade Associations. Their utilization, as well as private employment agencies, afford another opportunity for job placements.

The eligibility of inmates poses another problem. Certain offenders are eliminated categorically by virtue of their offense. The Commission suggests the possibility of the local administration dealing with applicants on an individual basis, not merely by offense designation. Before any liberalization is recommended we feel the criteria for selection merit closer investigation.

Members of institutional staff and inmates expressed the opinion that inmates who have attained minimum custody are prevented from participating in Work/Study Release Programs because they are assigned to institutional maintenance or State Use. We feel the individual's needs have priority and serious consideration should be given to remedying this situation, if, and where it exists.

A Work Release placement, in addition to providing an inmate with actual job experience, also gives him the opportunity to earn money. Because Work Release enables the inmate to contribute to the support of his family unit, he can regard himself as a breadwinner and a member of the family unit. In addition, the money saved for use after release makes it easier for him to provide for himself and the members of his family while he is getting resettled into the community.

After a worker has accounted for deductions, which are part of the normal course of employment, travel expenses, clothes, family support, and institution maintenance ($4.00 per day) he may be left with such a minimal amount of money that the prospect of work release loses its appeal. For this reason we recommend that an inmate be charged no more than a third (1/3) of his net salary toward institutional maintenance.

If an inmate is qualified for work release and obtains a job he must arrange for his own transportation. This situation has stymied many an individual. The Commission is aware of this problem and has arranged for cars to be rented from the State Motor Pool. The Division of Correction and Parole has already modified the regulation prohibiting inmates from driving their own or available vehicles, and is to be commended for its cooperation in this matter.

The Work Release Law provides Corrections an excellent opportunity to involve area schools in rehabilitation. The institutions cannot possible provide all educational facilities, and yet only 6 inmates are involved in education programs outside the institutions. By comparison the State of Washington has 150.

Regional resources in education are not lacking. Within a reasonable distance of any institution there are numerous vocational schools, county schools, community colleges, and skill centers.

This aspect of work release should be more diligently pursued. The Commission proposes that the number of inmates enrolled in courses outside the institutions be expanded. In the last two years 25 inmates were involved in such programs.

Therefore, we propose that each institution canvas its area educational facilities for possible course offerings for the inmates. Corrections must make the overture to school administrations to determine their willingness to participate.

The Commission, recognizing the potential of study release, already has initiated the involvement of the Mercer Skill Training Center in Trenton. Within the near future 60 inmates will be released to this facility for training. There appears no reason why cooperative arrangements cannot be made elsewhere. The Commission in conjunction with Corrections intends to pursue this involvement.

> "Perhaps the most discouraging thing about work release is the timidity of the program and the opposition it arouses. It is a small, late and uncertain step in a direction in which we must move forcefully...if we are not willing to take that small gamble what do we expect will happen six months later when the inmate will not return to prison at night and authorities will not know what he is doing. We are admitting the total failure of the rehabilitative power of penology." *4

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*4. Ramsey Clark, CRIME IN AMERICA

STATE USE INDUSTRIES

Historically the oldest and most traditional method of vocational training has been the prison industry. However, if there were but one point of agreement among Corrections administration, inmates and others who are concerned by the need for prison reform, it would be the unanimous assertion that most State Use Industries are at best marginally profitable, unproductive and ineffective in terms of teaching work habits and job skills.

Located in six institutions involving 29 industries, with 24 separate shops New Jersey's State Use program is characterized by:

- low productivity;
- frequently inferior products;
- non-competitive pricing;
- no appreciable skill training;
- a total lack of incentives to develop work habits;
- working conditions, in some instances, approaching those of a 19th century sweat shop. Many tools and equipment are similarly antiquated and outmoded.

A confusion of goals and the absence of specific direction also seems to have impeded a forceful effort.

On one hand, the Standards of the Division of Correction and Parole declares that State Use Industries are conducted,

> "to provide the inmate with opportunities for vocational training, useful and productive employment; and to allow the inmate to reinforce, develop or modify attitudes, skills and habits so they can be valuable to him in his institutional adjustment and increase his potentials for employment when he returns to his community." (#610.211)

On the other hand, Division reports state that the:

> "Operation of State Use Industries at a profit and the improvement of industries services and products particularly to the institutions of the Department, have been set as the basic objective of the Bureau of State Use."

Unfortunately it appears that none of these goals have been achieved or, in many instances, rigorously pursued. Thus, the principal accomplishment of most State Use Industries has been to prevent inmate idleness and to underwrite staffing costs, and capital purchases.

The Commission recognizes that idleness is a paramount problem facing Correction administrators, and that its prevention is a perfectly legitimate objective. However, inmate activity ought to have constructive long-term objectives that will be appreciated and understood by inmates. Ideally, work programs should produce an economically valuable product or service in which the inmate can take some pride and satisfaction as well as develop a marketable occupational skill and job attitudes.

While reduction of idle time, profits and productivity, and skill training would not seem mutually exclusive goals, there are several critical problems which confront achievement of these objectives.

The first is the longstanding opposition of industry and labor unions.

During the 19th century in America, chronic labor shortages coupled with vigorous national development prompted most States to

seek ways to engage prisoners in productive work. The most common method was for the State to contract with private entrepreneurs for prison labor.

The State was paid a small daily fee for the services of each prisoner. The prisoners usually were paid nothing and were given a daily task to perform. If they failed to accomplish the task, they were punished. The great profits made possible by this system resulted in the corruption of public officials and prison employees.

Concurrently, pressures mounted from labor and industry, which feared unfair competition, to curb the use of inmate labor on public works and in the production of prison made products. Spurred by the Great Depression, the 1930's witnessed enactment of a broad variety of restrictive State and Federal laws.

Thus, State Use Industries have been traditionally limited to production in areas which private industry and unions do not find profitable.

In this subordinate position, State entry into new product lines which have sufficient volume to make operations both profitable and efficient is severely restricted. In such product lines as clothing and metal fabrication where there is large volume, and little competition by the private sector, State Use operations must be fragmented among institutions to provide work opportunities to the maximum number of inmates. The result is inefficiency, irregular production schedules and high administrative and security overhead costs.

A second major problem which confronts efforts to vitalize State Use Industries is the lack of human incentives inherent in its

operation. In the absence of realistic wages, with only menial or mechanical tasks which impart no meaningful job skills, and with no opportunity to take pride in craft or accomplishments, inmates are indifferent to State Use production. While many inmates welcome the opportunity to avoid boredom and idleness through work, they feel themselves to be basically conscript labor.

> "The fundamental authority in defining the inmates' job obligation is tradition. Inmates are to be required to work only so much as the tradition concerning given jobs requires. Any departure from these traditions - especially those departures in the direction of increased work for the same pay - are violations of the inmates' work rights and justify obstructionism...The inmate social system not only has succeeded in neutralizing the laboriousness of prison labor in fact, but also has more or less succeeded in convincing prison authorities of the futility of expecting any improvement in output." *5

While there are restrictive laws and policies and the historical opposition of labor and industry, we believe that a more efficient system of State Use Industries can be developed.

In commenting on the future direction New Jersey's State Use Industries should take, the Commission feels that two major and alternative approaches should be explored.

The first is a comprehensive modernization of the traditional State Use system. In this connection we recommend:

1. An intensive effort be made to develop new product lines through active pursuit of industry and labor's cooperation. In this connection the Trade Advisory

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*5. CRIMINOLOGY AND PENOLOGY, Lloyd McCorkle and Richard Korn

Council, previously mentioned, should be an important resource. This is beyond this Commission's capabilities and we suggest that business and union representatives be impaneled to explore possible areas of expansion.

2. That laws requiring State and county agencies to purchase State Use products be more diligently enforced.

3. That the State explore the possibility of increasing sales to public authorities and municipalities.

4. That an appeal system be established with the Department of Purchasing, thereby affording the Bureau of State Use Industries recourse in sales' disparities.

5. In view of the many obstacles to expanding State Use markets, the Advisory Council to the Bureau of State Use Industries should be restructured along the lines previously recommended by the Governor's Management Commission.

6. An expanded marketing effort should be undertaken with updated brochures and catalogues. The present sales force which is limited to one man should be expanded.

7. An incentive pay plan, along the lines recommended by the Governor's Management Commission, be tailored to operational needs. This possibly would involve rewarding through wage increase, extended visiting, corresponding, commissary and intra-institutional privileges. In general a more adequate wage structure for inmates could resolve many security problems, such as loan sharking and "swag" store controversies.

8. The administration of State Use Industries adopt new management procedures which would include:

   - Manufacturing in advance and having ready stock.
   - Establishing a quality control system.
   - Improved delivery schedule procedures.
   - Competitive pricing with private enterprise.

9. Expansion and refinement of State Use Industries to provide greater skill training. This report has already noted several specific recommendations in this connection in the chapter on Vocational Education.

While it would seem that a modernized system of State Use Industries can be attempted, a more sweeping shift of emphasis should also be explored and pursued. The traditional system by which goods and products are manufactured within prison walls has, as previously pointed out, inherent deficiencies and conflicts with the private sector of the economy. Perhaps a shift of emphasis from manufacturing to providing services would imbue State Use Industries with a new life.

The State with its critical needs in institutions, transportation, housing and environmental protection is a consumer not only of goods and products but primarily of human services. We therefore propose that greater use of inmate labor be made in meeting these needs.

This approach may be critized as a return to an earlier system which led to abuse and corruption. However, unlike the original manner in which employment programs were administered in the early 1900's, our recommendation would require that inmates be paid adequate wages on an expanded work release basis. This approach further contemplates careful job design to provide useful skill training.

A suggested pilot project is an office machine repair operation. Currently, the State awards over 4 million dollars in service contracts in this area. State Use might organize a similar operation which would provide profitable, useful training, as well as a service to the State.

Another suggestion is a stationary engineer training and work experience program. The State has long had many vacancies for such skilled men who operate boilers and heating systems. In the State House complex alone there are presently six vacancies for "operating engineers." It is therefore recommended that the Bureau of State Use establish a formal training program and in cooperation with

Civil Service, place successful trainees in such positions on a work release basis.

Apart from the State's direct employment of inmate services consideration should be given to making inmate resources available on a cooperative basis to the private sector. The work release program is a step in such a direction. Another recommended measure is a program by which manufacturers could contract for light assembly and product testing within prison confines. Again, if this program is to be successful adequate wages must be assured the inmates.

In making these recommendations the Commission again recognizes that payment of full wages to only a portion of the inmate population poses internal problems. However to adopt a position that unless all inmates could be immediately guaranteed a job with full wages, no program at all should be attempted is untenable.

The use of classification and limiting regulations has had considerable success in the area of work release where private employers are involved. There appears no reason why similar regulations could not govern State or private contract employment eligibility. The possibility of difficulty is insufficient reason not to attempt something on a limited basis. Everyone is not treated alike in society.

We feel that if the program were properly presented as an incentive type, along with an explanation of the degree of skill attached to such position, the inmate population would understand program limitations.

CONCLUSION

Our concern is to prepare an individual to compete successfully in society by offering him the best possible training or education while confined in a State institution. Concommitant with this is an active job placement and prerelease program.

We intend to investigate employment barriers as well as pursue commitments from labor/industry, the business sector, education, government and private agencies.

> "Crime prevention and criminal rehabilitation are economically advantageous...Jobs must be provided the rehabilitated ex-convict, or the corrections system will fail. The businessman who hires selected ex-convicts has a better chance of getting a good employee than if he takes a chance on someone off the street." *6

Reform rhetoric and humanitarian concern are not enough. Legislative action and community commitment are requisites for any meaningful change.

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on Adult Education

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*6. Wayne Hopkins, Senior Associate
Chamber of Commerce Crime Prevention and Control Unit